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THE CERTIFICATION OF COLLEGE AND UNIVERSITY GRADUATES AS TEACHERS IN THE PUBLIC SCHOOLS

WHILE the annual meeting of the National Educational Association was in progress in Washington, D. C., in July, 1898, professors of pedagogy representing various colleges and universities in attendance held a meeting for the purpose of considering the certification of college and university graduates as teachers in the public schools. After much discussion it was unanimously resolved to undertake an investigation of the subject, and a committee of three was appointed for that purpose. This committee was duly instructed to collect facts and views relating to the matter at the hands of college and university presidents, professors in pedagogical departments of such institutions, and other persons who were thought to be in a position to promote the object of the investigation, to systematize the results obtained, and to publish them, with such discussion as should seem called for, at as early a day as practicable.

At the beginning of the ensuing academical year the Committee prepared and sent out to selected persons a circular letter, embracing two separate groups of topics, as shown below. Not all the persons to whom copies of this letter were sent have responded, but nearly all have done so, thus putting the Committee in possession of a large body of valuable facts, opinions, and arguments bearing upon the several branches of the investigation. The substance of this material, together with its own recommendations and views, the Committee herewith presents to the educational public. First, however, one or two preliminary matters will be explained.

The Committee is not able, in this report, to make formal use of all the communications that it has received in answer to its inquiries. In the second place, it is obliged to abridge or summarize nearly all of those that it does use. In these respects,

considerations of space, not to speak of other causes, impose limitations that cannot be disregarded. At the same time, the constant aim is faithfully to report every material fact and every practicable recommendation that has been presented. Arguments and illustrations necessarily suffer somewhat in the process of condensation, but it is believed that no injustice will be done to any correspondent through the distortion or obscuration of his views.

In the order of the circular, facts come before opinions; it will, however, be more convenient to follow the alphabetical order of the states in presenting these facts, rather than the order of the sub-topics, treating the states as units.

I. TERMS AND CONDITIONS ON WHICH COLLEGE AND UNIVERSITY GRADUATES ARE NOW CERTIFIED AS TEACHERS IN THE SEVERAL STATES

The following are the inquiries sent out, prefaced by the remark that they relate primarily to the state of the person to whom the circular is addressed :

"1. Are such graduates now certificated in the same manner as other teachers, or are there special provisions of law concerning them ?

"2. If there are such provisions, what are they ?

"3. What are the provisions of law, if any, relating to interstate comity in respect to the certification of teachers ?

"4. Do graduates enjoy any special privileges in this regard, and, if so, what are they ?"

Alabama.—The law approved February 10, 1899, contains no special provision for certificating either college or normal-school graduates. A correspondent on the ground writes: "Before the passage of this law, holders of diplomas from colleges or normal schools of any description were recognized as entitled to teach without examination in any county in the state. Cities, however, were protected by local laws for special examinations. The large number of so-called colleges empowered to grant diplomas and turning out so-called graduates without qualifications caused a reaction throughout the state against the practice, and a determination that college graduates, as well as others, should be examined."

Arizona.—There are no special provisions of law concerning the granting of

certificates as teachers to graduates of the University of the Territory. But it has been the custom of the Territorial Board of Education to grant life certificates to applicants who are graduates of the university in the literary and scientific courses. The graduates of other colleges and universities are granted certificates only on examination. It is also the custom to indorse state certificates granted by the certificating authorities of other states, but not to indorse college diplomas.

California.—The law distinguishes sharply between the high-school certificate and the grammar-school certificate, but the former carries with it the right to teach in the elementary schools. The high-school teacher's certificate may be granted only by county or city boards of education. This certificate may be based on either a county examination or on certain specified credentials. Under the second head, may be mentioned the recommendation of the faculty of the University of California, in favor of either the holder of a diploma of the University or of a graduate of a state normal school in California who has taken, in addition to the normal-school course, a two years' course in the University, not leading to a degree. The same certificate may also be granted by a county board, without examination, to graduates of any other institution in the United States that the State Board of Education has recommended as being of the same rank as the University of California, when the diploma of graduation from said institution is accompanied by a recommendation from its faculty showing that the holder of the diploma has had academic and professional training equivalent to that required by the University of California. The faculties of the state university require of candidates for the high-school teacher's recommendation, that they shall have taken courses in at least four enumerated groups of studies; that they shall have completed at least twenty units of work in the subject or group of closely allied subjects which they are especially recommended to teach; and that they shall have completed twelve units of work in pedagogy. In this account one unit represents a lecture or recitation period a week for a half year.

Iowa.—Besides issuing certificates upon examination, the State Board of Educational Examiners may, at its discretion, issue a certificate or a diploma to any one holding a diploma issued by a state normal school, or a certificate issued by a state superintendent or a state board of education, of any other state, when the same is in all respects of as high a grade as the corresponding certificate or diploma issued in Iowa, upon proof of thirty-six weeks' successful experience in teaching, or five years' experience in case of a diploma.

Kansas.—The law provides :

1. That graduates of the School of Arts of the University of Kansas who have earned the teacher's diploma of the university may receive a state certificate for three years on presentation of said teacher's diploma to the State Board of Education.

2. Graduates of universities and colleges having entrance requirements equivalent to the University of Kansas and a four years' course thereafter may receive a three years' state certificate, provided that the institution maintains a department of education and that the graduates asking the state certificate shall have taken work in education equivalent to the requirements for the teacher's diploma of the University of Kansas, all courses of study to be approved by the State Board of Education. These institutions are denominational colleges.

Certificates under 1 and 2 may become life certificates if the holders have two years' successful teaching experience and maintain worthy professional standing.

3. Incorporated educational institutions whose course of study includes all the branches required for a state certificate, whose course of study has been approved by the State Board of Education, and whose graduates have had twenty weeks' practice in teaching under supervision of the pedagogical department of the institution, may give to these graduates a diploma which shall be authority for the issuance of a three years' state certificate by the State Board of Education. This certificate cannot be renewed. The leading institutions included under this head are private normal schools and the normal departments of denominational colleges.

The requirements for the teacher's diploma of the University of Kansas are that the graduate (A.B., A.M., or Ph.D.) shall have taken three terms' work in pedagogy and one teacher's course in some other department.

Michigan.—The faculty of literature, science, and the arts of the University of Michigan is authorized to give a teacher's certificate to any person who takes a bachelor's, master's, or doctor's degree, and also a teacher's diploma at the university. This certificate serves as a legal certificate of qualification to teach in any of the schools of the state. The teacher's diploma on which this certificate is based is given to a bachelor in connection with his degree, provided he has done eleven hours of work in the department of the science and of the art of teaching, and taken at least one of the teacher's courses offered by professors in other subjects. Eight of the eleven hours are prescribed—a practical and a theoretical course each of four hours—and three hours are elective. The same diploma is given to a master or a doctor on his receiving his degree, provided he has pursued the science and the art of teaching as a major or a minor study, and has taken a teacher's course in some other department. These teachers' courses are not found in all departments, but they are found in most of those that teach subjects taught in the high school. The certificate is not confined to the subject or subjects in which such teacher's course or courses are given, but includes all subjects taught in the public schools. The terms and conditions on which the teacher's diploma is given are fixed by the faculty.

The State Board of Education grants certificates, without examination, to

graduates of colleges teaching a four years' course of study, and making requirements for admission equal to those made by the state university, and to holders of master's and doctor's degrees from such colleges, on recommendation by their faculties, provided they have taken a course in the science and the art of teaching of at least one college year of five and one-half hours that said board has approved, and received a diploma therefor on examination certifying to their qualification and fitness to teach. If the graduate furnishes proof of having taught successfully three years, the certificate is for life; if not, then for four years only, but it may then be made permanent if the holder has proved to be a successful teacher in the meantime.

Minnesota.—The state university issues to graduates who have also completed prescribed courses in pedagogy certificates to teach in the schools of the state for the term of two years. If such graduates for that time prove themselves to be successful teachers, the state superintendent of public instruction and the president of the university may indorse their certificates, which gives them permanent validity. The state superintendent may, without examination, issue certificates of the first rank to graduates of colleges and universities that are equal in rank to the University of Minnesota, provided they shall have received a local certificate of the first grade. He may also issue second-grade certificates to graduates of high grade colleges of lower rank than the state university.

Missouri.—The law provides that graduates of the state university in the elementary normal course shall receive a two years' certificate, and in the advanced normal course a life certificate. The university is free, in some degree at least, to determine what shall constitute the two courses. The life certificate is issued only to graduates in the academic course who have, as electives, taken special studies amounting to six hours a week for one semester in philosophy and twelve hours in pedagogy. The state superintendent has legal authority to issue all kinds and grades of state certificates, according to his judgment or caprice; and in 1898 graduation from institutions holding membership in the Missouri College Union, or any institution of equivalent rank in another state, was one of three optional requirements for a life certificate which was given on examination.

Montana.—The State Board of Education may grant a state life certificate to any graduate of the state university when the said graduate furnishes satisfactory evidence of having successfully taught, after graduation, a public school in the state for sixteen school months. Similar diplomas may be granted to graduates of other educational institutions within or without the state upon conditions established by the board.

Nebraska.—The state university grants a certificate that entitles the holder to teach in any of the public schools of the state without further examination on the following conditions: (1) That the recipient shall have taken a B.A., B.S., M.A., or M.S. degree in the university; (2) that he shall have

special knowledge in some one subject or group of allied subjects that he proposes to teach amounting to at least five university courses, a course being five hours a week for a semester; (3) that he shall have received one and a fifth courses in psychology and two and two fifths courses in pedagogy; (4) that he shall have general knowledge which includes work in other departments than those named amounting to four and two fifths courses: that is, the student who receives this certificate has taken thirteen courses, out of the twenty courses required for his degree, with the definite object of teaching in view. The pedagogical requirement includes one and one fifth courses in the history of education, a four fifths course equally divided between child-study and applied psychology, and a two fifths course in either methods of instruction or supervision and school management. After three years of successful teaching this certificate is countersigned by the state superintendent of public instruction, which makes it a life certificate.

Nevada.—The State Board of Education shall grant state high-school certificates, unlimited, to graduates of the school of liberal arts of the state university who have elected two courses in pedagogy. State certificates are also granted to the graduates of any reputable university provided they have the B.A. degree and have taught successfully.

New Mexico.—The graduates of any of the numerous institutions of so-called higher education in the territory, including not only the university and the two normal schools which offer courses in pedagogy and opportunities for practice, but also the School of Mines, the St. Michael's College, the Agricultural College, and the Military Institute are entitled to receive the life certificate. The degree of Bachelor of Pedagogy has been given, *ipso facto*, to graduates of a normal department ranking with the high-school course in its academic requirements. In the counties no intending teacher is relieved from examination on the score of comity, although he may be a graduate of one of the foremost colleges or universities; in some of the cities the educational authorities use their discretion as to receiving diplomas from other states.

New York.—The state superintendent of public instruction is authorized to grant a professional certificate that will exempt from further examination students desirous of teaching in the public schools of New York, the City included, except in such cities as may demand additional qualifications. Such students must be entitled, when applying for such certificates, to the degree of A.B. from a college or university of equal standing with those recognized by the educational department of the state. He must have pursued, in a college or university in the state, the full course in pedagogy offered by the state superintendent. Prior to entering upon or while pursuing this pedagogical course, he must pass a written examination in arithmetic, algebra through quadratic equations, geography, grammar, orthography, penmanship, physiology and hygiene, composition, civil government, bookkeeping,

elementary physics, United States history, school law, and current topics. A standing of 75 per cent. is required in these branches. Having complied with all the foregoing conditions, the intending teacher must, on examination, attain a standing of 75 per cent. in the history of education and in the principles and philosophy of education, on questions proposed and submitted under the direction of the state superintendent. When all these requirements have been met, the superintendent will issue to the student a professional certificate, valid for three years, which will be exchanged, at the end of three years of successful experience in teaching, for a life certificate.

North Dakota.—The state university has a normal department, the graduates of which are upon the same footing in respect to certification as graduates of the state normal school. The regular graduates of the university who wish to teach, on their taking two courses in this normal department, secure the normal diploma, as well as the university diploma, and are licensed to teach upon the same terms and conditions as graduates of that department. Other colleges are not recognized by the state law, but the state superintendent of public instruction has large liberty in the matter of granting certificates, and a college or university graduate may receive a certificate by filing a copy of his diploma with that officer and paying the required fee.

Oregon.—A state certificate good for five years and a state certificate good for life are given on examination to successful candidates who have had prescribed experience. But the State Board of Education may grant such certificates and diplomas without examination to persons presenting authenticated papers from other states of grade and kind like those granted by the state board, provided the board is satisfied that such papers were secured by passing an examination equivalent to those given in Oregon for similar state papers. Diplomas from any chartered institution of the state of collegiate or university rank, granted upon the completion of a prescribed course consisting of not less than five years' work, above the eighth grade, of the state public-school system, 20 recitations a week, 32 weeks a year, are considered equivalent to the experience demanded for the state certificate and diploma to teach.

Pennsylvania.—The state superintendent of public instruction shall grant, without examination, permanent state certificates to all applicants therefor who are graduates of recognized literary or scientific colleges legally empowered to confer the degrees of B.A., M.A., B.S., and Ph.B., and whose course of study embraces not less than four collegiate years; provided, (1) that such applicants are at least 21 years of age and have taught at least three full annual terms in the public schools of the commonwealth; (2) that each applicant shall produce to the superintendent a certificate from the school board or boards where he last taught, countersigned by the county superintendent of the county, showing that the said applicant is a person of good moral character, and has been successful as a teacher in the public schools during such term.

Rhode Island.—The State Board of Education, acting under the law, issues to candidates a first-grade certificate upon presentation of a diploma from a college, university, or higher institution of learning that the board approves, which certificate is good for three years from date of issue.

South Carolina.—The law provides that no examination shall be made in case of any applicant for a teacher's certificate who produces a full diploma from any chartered college or university of the state, and furnishes satisfactory evidence of good moral character.

South Dakota.—Graduates of the state university who have taken a course in pedagogy (one semester at present) are granted a five-year state certificate. Graduates of other institutions in the state are required to have one year's experience in addition to completing their academic course, and are then granted a five-year certificate. It is the practice, but not the law, to recognize the certificates and diplomas of other states where good standards are maintained, provided they recognize the certificates and diplomas of South Dakota. This is on the principle of educational reciprocity, and rests on a purely informal basis of interstate comity. Some state certificates are not recognized, on the ground that their standards are too low and their practice too lax. Graduates from institutions of other states have no special privileges, and are not recognized in any way.

Texas.—The diploma conferred by the state university upon students completing some degree course and the degree course of the school of pedagogy has the force of a permanent certificate. A degree course in the university is one leading to a degree; the degree course in the school of pedagogy embraces a three-hour course for one term in school management, a three-hour course for two terms in principles and methods of teaching, and one other full course, three hours for a year or its equivalent, offered by the school. Graduates of the university who have not completed the degree course and graduates of other colleges and universities may receive permanent certificates without examination after they have taught successfully in the schools of the state for the term of three years.

Utah.—Any graduate of the state university can obtain a normal diploma by completing, in connection with his course of study, the following subjects: general psychology, ethics, training, advanced methods, educational systems, and social education. The normal school is a department of the university. Holders of normal diplomas and certificates, issued after March 1, 1892, by the University of Utah, and holders of state diplomas or state certificates are exempt from all further examinations during the time of validity of such certificates as provided by law.

Vermont.—A graduate of any college whose course of study is approved by the superintendent of education may receive, without examination, a certificate of the first grade from the examiner for the county in which he intends to teach, upon presentation of a diploma or certificate of examination.

West Virginia.—The state board of examiners issues a state certificate good for six years to the graduates of the state university and approved colleges, when such graduates present to the board satisfactory evidence that they have taught successfully in the state three years, under a No. 1 county certificate, two of which shall immediately precede the date of application. On the expiration of the term, the certificate may be renewed for twelve years, provided the holder has taught in the state four of these years.

Washington.—The state superintendent has power to grant common-school certificates, without examination, to all applicants who are graduates of the regular four years' collegiate course of the University of Washington, of the Agricultural College, and of the School of Science; of public normal schools equal in requirements to the state normal schools, or of other reputable institutions of learning whose requirements for graduation are equal to the requirements of the state university; also to all applicants who hold state certificates or diplomas equal in requirements to the requirements of the State of Washington, provided that an applicant shall pass an examination in the state school law and constitution with the standing required for a first-grade certificate.

Wisconsin.—At the last session of the legislation of Wisconsin a law was enacted providing that henceforth any graduate of a college or university, in order to be certificated to teach in the state, must present with his diploma evidence that he has pursued studies in the history, science, and art education equivalent to those which are required for the teacher's state certificate. The State Board of Education are authorized to determine the amount and quality of the work done in education by each candidate. It is expected that for the present college and university graduates will be required to show that they have studied psychology as applied to education, history of education, method in education, and the art of teaching and school management each three hours for one half year, making a total of twelve hours' study of education. A permanent certificate will not be issued a candidate until he can show evidence of having had successful experience after graduation from college.

Wyoming.—The state superintendent of public instruction has authority to countersign the diplomas of graduates of the state university who have received the degree of B.A., B.L., B.Ph., and B.S. and have had subsequent successful experience as teachers of public schools for the period of one year in the state, after such examination as to moral character, learning, and ability to teach as the superintendent may deem proper; and such graduates, having their diplomas so countersigned, are deemed qualified to teach in the public schools of the state, and the diplomas so countersigned are certificates of such qualification until annulled by the superintendent. Hitherto, however, this grant of power has been inoperative because county superintendents who do the examining and certificating of teachers are authorized by

law (not required) to issue county certificates on the strength of diplomas and certificates obtained by candidates for certificates in their own or some other state.

The foregoing summaries embrace all the provisions of law that the Committee, after diligent search, has been able to discover. Three or four states have not been heard from.

It will be seen that nearly one half of the states and territories now make some special provisions for certificating college and university graduates as teachers. The remaining states do nothing whatever, although several of them maintain colleges or universities in which instruction is given especially designed to fit graduates for teaching. Few, however, will be surprised at this state of things; the Committee believes, on the contrary, that, taking everything into account, there is cause for surprise that so much has been accomplished.

So far legislation. But the comity of local authorities sometimes grants what legislative wisdom has withheld. Thus, in Massachusetts there are no state certificates of any kind, but the local boards and committees of the towns, villages, and cities determine, each for itself, what the standard of qualification for teachers shall be; and these local authorities, in employing and certificating teachers, give varying degrees of prominence to such certificates as college and university graduates may bring from their respective institutions in the state or in other states. Again, while there is no state recognition of college and university graduates in the state of Illinois, and the city of Chicago, as a rule, requires candidates for positions as teachers in the public schools to pass an examination for a city certificate, the board of education of that city has, nevertheless, established the following exemption: "That candidates of scholarly habits, long experience, and progressive spirit who have, through unusual ability won wide reputation as teachers, and candidates unquestionably qualified by degrees conferred upon them by colleges of high standing, who are also recommended as successful teachers, shall receive a certificate on recommendation of the superintendent and four of his assistants." In Louisiana graduates of the state university and of Tulane University are usually granted

certificates by the parish superintendents without examination. The law does not provide for this, but it is generally practiced and generally approved. Local authorities in other states and cities, by usage or rule, sometimes do what is done in Massachusetts and Louisiana, and Chicago, thus partially correcting the injustice of the law; but the Committee has not followed out this line of investigation.

II. HOW COLLEGE AND UNIVERSITY GRADUATES SHOULD BE CERTIFICATED

Under this head the answers received to questions are given under the names of their authors in alphabetical order. A grouping by states would have some advantages, but for the present purpose it would be less advantageous than the one adopted. It will be observed that, in numerous cases, the writers have not kept their answers to the different questions separate and distinct; also that formal answers to certain questions are sometimes lacking. In these latter cases it is commonly either stated or assumed that answers are contained in the replies submitted to other questions.

The following is the second group of questions sent out by the Committee:

"1. Should there be special legal provisions for the certification of such graduates?

"2. If so, what should such provisions be?

"3. What prominence, if any, should be given to pedagogical instruction in the scheme?

"4. If a pedagogical requirement should be made, what should be the amount and character of such instruction required?

"5. What should be the provisions of the law, if any, relating to interstate comity in respect to the certification of teachers, and especially of college and university graduates?"

Adams, President C. K., University of Wisconsin.

My opinion is that the law in every state should insist upon a certificate of pedagogical instruction before a teacher's certificate is granted, the amount required to be not less than three hours a week for a year. In respect to the fifth question, every state should require by law that the superintendent, before

recognizing the papers of applicants from other states, should insist upon conditions which he regards as rigid as those of his own state. This would be the most practicable way of arriving at a solution of the matter.

Adams, F. Yale, Instructor, University of Arizona.

1. I think so, provided they have had in their college course special instruction in history of education and pedagogy, not otherwise.

2. Graduates who have had such a course should be given a probationary certificate, good for from three to five years, at the expiration of which time, upon the production of satisfactory evidence of their ability and success in teaching and of their moral character, a life certificate should be granted.

4. It would vary with the conditions in the different states. In this territory, a course extending through one year, embracing psychology, history of education, elements of pedagogy, and school management would be sufficient at the present time.

5. The same rules should apply to graduates of other colleges and universities of recognized standing as apply to the graduates of our own university.

Allin, Professor Arthur, University of Colorado.

1. Most decidedly.

2. (1) The regular college degree, B. A., Ph.B., or B. S. (2) Completion of the pedagogical course. (3). Counter signature of state superintendent or board of examiners after an experience of a few years upon proof of success in teaching. (4) Recognition of similar certificates from other reputable state institutions or other reputable colleges.

3. Pedagogical instruction should be insisted on ; not to do so would be decidedly retrogressive, and harmful to the spirit of professional preparation and training, as well as harmful to the normal school.

4. A course in psychology ; a course in advanced psychology ; a course in the history of education, ancient and modern ; a course in the methods and practice of teaching ; a course in the science or principles of education, founded on psychological, biological, sociological, and ethical data.

5. It is right to insist on professional training from every graduate who wishes to teach.

Andrews, Superintendent E. Benj., Chicago.

1. In the present condition of collegiate education, legal provisions of this sort would be dangerous. It is exceedingly difficult to assort colleges so as to provide, in a statute, which ones should be regarded safe for certification and which not.

2. I see no harm here in Chicago from an arrangement admitting normal training-school graduates, or even undergraduates, without an examination.

3. If legislation as proposed is passed anywhere, I think that certification should be conditioned upon at least one year of sound and thorough pedagogical instruction.

5. The time is hardly yet ripe for any interstate arrangement of the sort.

Baker, President James H., University of Colorado.

1. Yes.
2. A college diploma should be recognized when accompanied by a certificate showing that the holder has taken a pedagogical course.
3. Some pedagogical work.
4. Not prepared to state definitely.
5. Judgment of state board of examiners.

Birdsall, President W. W., Swarthmore College.

College training would be by far the best preparation for teaching, and the diplomas of colleges of good standing should admit to the teaching profession without further examination. In states where certificates are granted for limited terms, later certificates should depend upon teaching ability and not upon new examinations.

Blanton, President J. P., University of Idaho.

1. Yes.
2. The law should provide that academic graduates of the state university should receive a life certificate to teach in the state when they shall have completed a proper course in philosophy and pedagogy.
3. Pedagogy should be made an elective in the junior and senior years in all academic courses, and three hours a week be required in each year. These courses in pedagogy should count toward academic degrees. In addition to this, candidates for life certificates should be required to take not less than two teachers' courses, offered by academic professors, of not more than three hours a week each for one semester.

Brumbaugh, President M. G., The University of Pennsylvania.

1. Yes.
2. Twenty-one years of age, college graduate, three years' experience in teaching, and a regular course in pedagogy.
4. At least four hours a week for two years.
5. Valid in one, valid in all.

Bryan, Professor William L., The Indiana University.

Have not formed a settled opinion; have thought it safer to grant state certificates only upon examination and evidence of successful experience than to make a law which, under a lax administration or a political administration, might suffer inferior schools to grant state certificates. Incidentally, I should dislike to have a class of students in the department of pedagogy who come there, not mainly because they want that work, as is true at present, but mainly to enjoy the legal advantage of having taken the work.

Buchner, Professor E. F., School of Pedagogy, New York University.

1. There should be.
2. The state should set a minimum requirement of pedagogical training and recognize the certificate of institutions (that is, chartered colleges and

universities), with reference to the completion of that requirement by the graduate.

3. Pedagogical instruction should be given some prominence towards the end of the academic course, that is, in the junior and senior years.

4. Minimum amount of instruction : 30 hours in the History of Education; 45 hours in the Outlines of General Psychology (if laboratory work is given in psychology, then two hours of the latter should count for one hour of the former); 60 hours in the Principles and Practice of Education and School Management. As to the character of the instruction, the work should be as thorough as possible, and observations in secondary schools, at least, should be carried on in connection with the courses.

5. The graduate being certificated by the state in which he took his training, this should be recognized by other states, according to legal provisions.

Burnham, Professor W. H., Clark University.

1. Yes.

2. Academic knowledge, professional knowledge, professional experience and ability.

As regards academic knowledge, provision should be made for state examination, but it should be omitted in case of graduates of colleges and universities of recognized standing, a list of such institutions being officially given, including, for example, the state university and other institutions of approximately equal rank.

As regards professional knowledge, an examination should be provided for, but this should be omitted in case of graduates of any college or university having a sufficiently extended course in pedagogy which such graduates have taken. As regards professional ability and experience, a certificate should be granted only after a certain limited period of probation in actual teaching, this being less for candidates who have had practice work in a training school.

3. The test of pedagogical knowledge should be made equal in importance to that of academic knowledge.

4. The pedagogical knowledge required should include (1) a knowledge of the physiology and psychology of development, including child-study, the study of adolescence, and the like; (2) school hygiene; (3) history and classic literature of education; (4) the organization of schools in this and other countries. The pedagogical examination should test one's grasp and pedagogical apperception rather than his detailed information.

5. It is at present premature to formulate any scheme for interstate comity.

Butler, President Nathaniel, Colby University.

There should be special legal provisions for the certification of college graduates; but that would presuppose some specific pedagogical training in the undergraduate course. Some standard ought to be fixed whereby it can be ascertained that those who receive certificates as teachers understand the

principles of psychology and perceive their significance as applied to instruction. A course of study shorter than one year could not prepare the prospective teacher to deserve such certification. The purpose of the course should be a clear apprehension of those principles of psychology which would throw light upon the management and teaching of children and youth.

Butler, Professor Nicholas Murray, Columbia University.

1. There should be special legal provisions for the certification of college graduates.

2. The college degree should be accepted in lieu of all examinations whatever in subject-matter; and, in case the graduate has taken, during an undergraduate or a subsequent graduate course, a course of instruction in the history, principles, and practice of teaching that meets with the approval of the state superintendent of public instruction, he should be given a provisional license to teach, good in every school in the state for three years. At the conclusion of three years' successful experience in teaching, this license should be renewable without term.

3. Perhaps two thirds or three fourths of the entire senior year might profitably be devoted to the history, principles, and practice of education by such students as look forward to teaching.

5. Interstate comity should be covered by the constitutional rule that requires every state to give full credit to the public acts and records of every other state.

Caldwell, President B. C., State Normal School, Natchitoches, La.

1. Yes.

2. Exemption from examination in academic subjects.

3. It should require practical knowledge of principles of teaching, of existing school conditions, and of school economy.

4. At least one year of training in pedagogy, with observation of good teaching in primary and secondary schools.

5. Substantially the same comity as is provided for in the practice of law, medicine, pharmacy, etc.

Canfield, President J. H., Ohio State University.

1. Yes, emphatically.

2, 3, 4, 5. A graduate of an approved college (what constitutes an approved college to be determined by the commissioner of education or some equally qualified officer) should be granted a high-school certificate provided he receives, in addition to his diploma, a special certificate from his college or university certifying that he has taken as part of his course certain reasonable work in pedagogy; and this high-school life certificate should be extended to a state life certificate after a certain number of years of approved work. The pedagogical requirements should not be less than one full year's course in the history of education and one full year's course in the science of education. There should be absolute interstate comity with

regard to the recognition of teachers' certificates. A graduate of a college in one state desiring to teach in another, in order to take advantage of the comity between the two states, should first receive a teacher's certificate in the state in which he was graduated; and recognition should be extended to him in every state upon the basis of his teacher's certificate and not upon the basis of his diploma. The official acts of one state should always be recognized by another.

Craig, President O. J., University of Montana.

1. Yes.
2. Certificates to those holding classical, philosophical, or scientific degrees, after two years' successful teaching.
5. The graduates of all colleges of equal rank should have the same recognition.

Cubberley, Assistant Professor Ellwood P., Leland Stanford Junior University.

1. Yes.
2. Require special knowledge in one or two subjects, general training, and special pedagogical training.
3. I would say 15 out of 120 hours as a minimum, and that this should include some actual teaching, if the student has never taught.
4. Also include some good course on teaching; balance of 15 hours not too rigid.
5. Some interstate recognition of high-grade diplomas would be very desirable.

Draher, President A. S., University of Illinois.

1. Yes.
2. Life certificate after, say, three years' successful experience.
3. It might reduce the time of acquired experience.
5. Reciprocity; do for another state what it will do for you.

Forbes, Professor George M., University of Rochester.

1. Yes.
2. The law should provide (1) a minimum of equipment and curriculum to entitle a graduate of an institution to the privileges conferred by the law; (2) it should specify certain courses which must be taken by those who are certificated; (3) it should prescribe a minimum requirement of pedagogical instruction for those who are certificated.
4. Not to exceed two courses of sixty hours each in the theory and history of education.
5. Interstate comity should be recognized as far as the standards are equivalent.

Forbes, President J. F., John B. Stetson University, Florida.

1. Yes.

2. The provisions of law should require that such graduates take a course in the theory of teaching, history of education, and methods, said course to be at least one full year of thirty-six weeks in length.

5. Hesitate to recommend any law providing for universal interstate acceptance of the certification of teachers, and especially of so-called college or university graduates. The terms "college" and "university," as used in the South, are very indefinite. The result would be that students would flock to institutions superficial in character and low in grade to secure a diploma, and thus secure certification as teachers when the preparation is poor.

Hanus, Professor Paul H., Harvard University.

1. Yes.

2, 3. College graduates to receive certificates only on the basis of satisfactory evidence of good scholarship, together with either a record of successful experience or a course of graduate pedagogical training covering not less than a year's study. Pedagogical training or successful experience should have as much weight as scholarship in the award of certificates.

4. History of education; theory of education covering a considerable range of topics; organization and management of schools and school systems, and practice teaching. The practice teaching to be continuous teaching, under direction, not less than two nor more than six periods a week for not less than half a school year.

5. Permissive legislation only is desirable; any state should be free to accept the certificate of any other, but should not be compelled to do so.

Hill, Frank A., Secretary State Board of Massachusetts.

1. Graduates of colleges and universities might be certificated as teachers under some plan that unites the state authorities with those of the college in fixing the proper standard.

2. There should be a fair amount of pedagogical instruction in college to justify such certification.

4. Less time might be given to such instruction than is given to similar instruction in a normal school, but it should include the history of education and a study of the most approved principles of teaching. It is also desirable that there should be some minimum amount of successful experience in teaching, either in schools affiliated with the college for the purpose of giving practice, or as regularly employed teachers.

5. The subject of this question is interesting but practically difficult, owing to differences of educational standards in different states. Efforts to secure something approximating genuine equivalents in certificated teachers might end in improving somewhat the teacher's profession as a whole. The standards on which certificates are based vary so widely, however, throughout the country, that one may be pardoned for fearing the consequences that might come to a community or a state if the low-grade certificates of one state are treated as of equal value with the high-grade certificates of another.

Holland, Chancellor W. J., Western University of Pennsylvania.

I think there ought to be some legislation passed in this state covering the whole matter in a more thorough manner, and that students who, during their college and university course, have taken special instruction in pedagogy, should be credited for the same, and preference in some way be shown them over those who have not taken such a course.

Howard, Professor Walter E., Middlebury College.

There should be special legal provisions, and those provisions should assume that every college graduate knows enough to teach the higher subjects usually taught in our public schools. As to whether the college graduate knows how to teach a child to read, I have my doubts; but the college graduate does not often attempt to teach the lower grades, where a knowledge of methods and pedagogy is so essential. We have made pedagogy an elective study here for two terms of the senior year, and if all colleges should do the same it is presumed that there would be still more reason in giving the college graduate a certificate without examination. As to interstate comity, it is proper as to colleges and higher institutions whose courses of study are approved by state superintendents or other proper officials; but I should not think it wise to base the courtesy upon the fact of conferring similar degrees.

James, Professor Edmund J., University of Chicago.

Colleges and universities which provide a suitable amount of instruction in science and art of education should be allowed to append to the diplomas of their graduates who have taken such instruction a certificate that, in their opinion, such persons are qualified to teach, so far as *scholarship* is concerned, in the elementary and secondary schools of the state. This certificate should be a temporary license to teach in any high school or elementary school, if use be made of such privilege within three years from the date of graduation. Such certificate should carry such privilege for a period not exceeding five years after the beginning of such teaching. The state superintendent or other certifying body should grant a life certificate to a person holding this temporary certificate, upon proof that he had completed five years of successful work as a teacher in a secondary or elementary school in the state.

Jesse, President R. H., University of the State of Missouri.

I would have created in Missouri a board of examiners for the certification of teachers. I would give this board power, if it chose, to certificate, upon the production of the diploma, the graduates of such institutions as it saw fit to select and for such periods of time as it saw fit to appoint. I would have this board, in such cases, required to examine the institutions from time to time. There should be one certificate entitling one to teach for a term of years or life in the district schools, and there should be another entitling the

holder to teach for a number of years or life in the high schools. The universities of the country are graduating men with fine classic attainments who do not know science enough to secure a life certificate to teach science; likewise men with good scientific attainments that should not receive a certificate to teach the classics; likewise classical men and scientific men that are not qualified to give the best instruction in history. I would not make the kinds of certificate too numerous, but it should be specified in a high-school certificate what a man is qualified to teach. When a man qualifies himself in two fields of study, he should be granted two life certificates or one specifying the two fields, and so on.

Kellogg, President Martin, University of California.

1. There should be legal provision for the recognition of certificates issued by a state university on the part of boards of education of the same state. Also for the recognition of such certificates from universities and colleges outside of the state, provided the list is carefully guarded by the State Board of Education.
2. Such provisions as are now in effect in the state of California.
3. Much prominence.
4. Such as is now required in the state of California.
5. None.

Kiehle, Professor D. L., University of Minnesota.

I have believed that the examination and certification of teachers should be in the hands of a board representing the state and not in the hands of the teaching body. Pedagogical instruction should be required, the amount and kind to depend upon the grade of certificate. For grade work the practical and concrete side of the subject should be emphasized. Philosophy does not have much practical significance to the average grade teacher. For full certificates of the higher grade there should be required a thorough philosophical and historical knowledge of the subject, in addition to thorough academic preparation and successful experience. As to interstate comity, the first requisite is such definite plans of certification by the several states that each may have confidence in the results of others' plans.

Kirk, J. R., Examiner of Schools, University of Missouri.

1. Yes.
2. It should be provided that such graduates desiring to teach and having taken a reasonable pedagogical course, should be given certificates valid for life, authorizing them to teach in such departments as their several colleges show them to be especially proficient in.
3. No recognition should be given to graduates who have not received reasonably good pedagogical instruction.
4. The pedagogical requirements should be opportunity to observe instruction of all grades, including the one in which the applicant seeks to

teach, with opportunity to report such observation to a competent pedagogical instructor, and to secure competent advice, criticism, and instruction thereon. The course should cover at least one year's time, but if the applicant seeks to teach primary grades he should be required to observe and study educational methods reaching considerably beyond such grades.

5. There should be no law relative to interstate comity in respect to certification of teachers until all examining boards are made educational boards, and their appointment taken out of the control of political parties and the incumbents of political offices. Sound education is continually jeopardized wherever the issuance of state certificates is in the hands of one man elected by political methods.

Lewers, Robert, Instructor in Nevada State University.

1. Yes; the certification of graduates will tend to make requirements uniform and to cause students to finish their work so as to conform to the law.

2. These provisions should be such as would tend to make the work in all states uniform. The wording or grade of a diploma should be so well understood that an examiner in Maine, Georgia, or California will understand at once what preparation had been made by the applicant. The legal provisions should require a liberal preparation for teachers, including a sufficient amount of pedagogical theory and practice. No life diploma or diploma running a long term of years should be granted unless the applicant has practically demonstrated in the schoolroom that he is possessed of a fair degree of skill in teaching, and this degree of skill should be determined by a competent county or state board after a careful examination. As to interstate comity, a policy like that pursued in the legal profession would work well.

Luckey, Professor G. W. A., University of Nebraska.

1. Yes.

2. The student should be a graduate of the university, and during his undergraduate work he should have studied with the thought of becoming a teacher and have taken as a part of such work at least three or four university courses in pedagogy and psychology.

3. The subject which the student intends to teach should be taught to him with reference to the best method of presenting the work in secondary schools.

4. The student should have at least one course in the history of education; there should be considerable time given to the science of education, including the study of the child, and some work in the methods of instruction, supervision, and management of schools, including teachers' meetings.

5. Yes. There is today pretty general uniformity in the requirements of the different universities for the degree of B.A., and so far as scholarship is concerned that would certainly be sufficient evidence that the graduate

is ready to teach. There should also be professional study, as shown above.

McCook, Professor J. J., Trinity College.

1. Possibly.
2. Examining boards to accept, together with the diploma, a certificate from the faculty of the person's fitness to teach.
3. I should give no special prominence to pedagogical instruction, seeing such instruction is not generally to be had in colleges.
4. If any, to give authority to the state board to accept certificates from other state boards approved by it.

MacLean, President George E., University of Nebraska.

1. Yes, certainly.
2. A state ought not to be at the expense of providing two examining boards. Further, there should be a uniform standard such as one board would secure. Graduates of state universities find such a board in the faculty of the university, and it should be possible for the graduates of other colleges to take examinations at the same time that they are set in the university, if they desire to do so.
3. There should be a pedagogical requirement, but it should not be too prominent.
4. In addition to a limited amount of work in the department of pedagogy proper, some pedagogic work should be offered by each department of the university in connection with the subject it teaches, and students receiving the certificates should take some of this additional work. English is a department in which such work should be required as much as in the department of pedagogy itself.
5. Am doubtful if interstate comity can be enforced by legislation; it will come quicker by persuasion, comparison, and education of the laggard states. The law should not prescribe details, as it would fetter administration and progress.

McMurry, Professor Charles A., Normal University, Ill.

1. Such provisions would raise the standard of knowledge-equipment of teachers, encourage those expecting to be teachers in their efforts to fit themselves to be teachers, and shut out part of the incompetents.
2. If nothing less, they should give a preference in the teaching profession to college and university graduates over people from lower schools. Mere scholarship and extent of education are worth something, and there are many positions which only such scholars should fill.
3. A year's work, one hour a week, devoted to the history of education, or to principles and methods of instruction, or to both, and to psychology, should be specially recognized as an equipment for teaching. The professors of pedagogy at universities could agree upon a standard of work in pedagogy,

history of education, and psychology, which would deserve special recognition.

4. A half year's work in educational psychology; a half year's work in methods of teaching; a half or whole year in the history of education.

5. This must lie with the various legislatures, but it would be well to have the states mutually recognize each other's certification, especially if the certificates can be brought to a certain degree of uniformity.

Merz, Professor Henry, the University of Wyoming.

1. Yes.

2. After proving his teaching ability by one or two years' successful teaching, the graduate should be certificated. A state certificate, good for a limited period, say five years, with provisions for revocation and renewal if character and services are maintained satisfactorily.

3, 4. In the course, psychology as applied to teaching, child-study, philosophy of teaching, and school economy to be embodied.

5. The only feasible plan would be to have an interstate educational commissioner grade all leading institutions, and prepare a list of accredited colleges, universities, normals, and states issuing state and life certificates; then urge every state to pass a law recognizing these diplomas and certificates within its borders. Such commissioner could be appointed by the National Educational Association.

Olin, Professor A. S., University of Kansas.

1. Yes.

2. A medium between the Michigan and California plans.

3. At least three half year's work, five hours per week, should be required in the history, science, and art of education.

4. The certificate should be given because of work done in pedagogy.

5. The State Board of Education should pass upon state certificates from other states, and of the conditions under which they were granted. If such conditions and the candidate are satisfactory, the chairman of the state board of education should have the power to indorse the certificate, and in this way make it valid in the state. This would involve a specific approval of the institution whose diploma forms the basis of the state certificate.

O'Shea, Professor M. V., University of Wisconsin.

5. Yes. This certification should look toward securing a certain standard of professional equipment as well as of academic attainment. The reason so little provision has been made for the certification of college graduates is that it has been assumed that a college diploma is sufficient evidence of preparation to teach in a high school. In respect of scholarship in the accepted sense, this is a reasonable, and perhaps satisfactory, view; but considered in the larger sense it is not so.

2. A college graduate should be required to have studied education in its historical, scientific, and practical aspects before he is admitted to the high

school as a teacher, or in lieu of this he should have at least two years' successful experience.

4. A college graduate should show the equivalent of one half year of study of education in the university or a professional training school of similar standing. If possible he should have taught under supervision. I doubt, though, if this could be made a universal requirement, on account of the limitations in equipment in many of the colleges and universities. I attach the greatest importance, however, to the actual inspection of teaching on the part of the intending teacher, wherein he seeks to see theory illustrated, and in which he is aided by the instructor. This requirement ought to be met, if at all possible, in every college and university where courses of education are offered at all.

5. It would be of the greatest advantage if high-school teachers certificated in one state could be granted the privileges of such certification in other states. If the minimum requirement for such certification in all the states should be, on the side of academic attainment, a college diploma, and, on the side of professional equipment, a half year's study of education in the university or in a school of high standing outside, or of two years' successful experience, there would be little difficulty in securing a recognition of a certificate in any state, no matter where it was granted. This would require that there should be some discrimination as to the colleges and universities, in respect alike of their academic work and their professional training; but it might, perhaps, be assumed that whatever would be accepted in one state as adequate training would satisfy the conditions in other states.

Phillips, Superintendent J. H., Birmingham, Ala.

Yes; but some method ought to be devised for discriminating between the real colleges and the numerous institutions that are colleges only in name; rigid limitations should be prescribed in order to exclude from the privilege numerous so-called colleges chartered in many states. Pedagogical instruction should be required as a part of the work done by such colleges as may desire this privilege for their graduates. A diploma from a college or university that does not recognize teaching should not entitle the holder to enter the profession without examination. A special board of commissioners might be appointed in each state to regulate doubtful matters; the chairman of such board for the several states, with the Commissioner of Education at Washington, might constitute a national board, which should have power to formulate requirements for interstate comity in the matter of examinations.

Pickard, Dr. J. L., Iowa City, Ia.

1. A diploma from a college or a university does not necessarily warrant fitness for the work of instruction in public schools. College training has great value as a foundation for special fitting for those who have not a natural fitness.

2. It is possible so to order the curriculum as to make professional study

for those who have determined upon teaching as a life work of equal value with the knowledge-studies for a single year. A four years' course in knowledge-studies may be shortened to three years; the fourth year could be given to pedagogics, or in that ratio, if distributed.

3. The best arrangement would be the pursuit of a good normal course for three years, supplemented by the art of collegiate study.

4. Under conditions obtaining in Nos. 2 and 3, a diploma may be evidence of fitness which would warrant certification. The best teachers in our state are those who, after graduation from our state normal schools, take a course for two years in the university. Their normal training makes them the better university students.

Reed, Professor Melbourne S., Colgate University.

1. Yes.

2. There should be legal provisions recognizing the superiority in mental equipment of college graduates, together with their vantage ground if they have had a good training in psychology, etc.

3. Considerable prominence should be given to pedagogical instruction in the scheme.

4. Courses in psychology, logic, history of education, and educational psychology. The character of pedagogical instruction in our colleges cannot be expected to be too technical, but should be, though illustrated by applications, an exposition of fundamental educational principles.

In amount of work done, perhaps sixty hours' psychology, forty hours' logic, and forty hours' each educational psychology and history of education would suffice. The regular examinations in these subjects in college should be on sets of questions set by the college and approved by the state department of public instruction; the papers themselves should be also approved by the state department. Question No. 2 might be answered more fully with reference to the answer of No. 4, that upon the successful completion of the college course in arts, or in colleges where the distinction is still maintained in arts, science, etc., together with successful completion of the pedagogical work outlined above, the candidate should receive a regular state certificate good for a short period of years, to be renewed if teacher is reasonably successful.

Roark, Professor Rurick N., State College of Kentucky.

1. I decidedly think so.

2. That such graduates, according to the courses taken, should receive county or state certificates or state diplomas.

3. It should be given at least equal weight with the heaviest subject in the course of study or in the required branches.

4. The pedagogy of such a course or courses should be a daily characteristic of the instruction in every subject, and in addition there should be daily instruction throughout the course in the philosophy and practice of teaching.

5. States having the same or closely similar laws regarding certification should permit free circulation of one another's teachers, charging perhaps a small fee for registering the certificate or diploma of the applicant from another state.

Russell, Professor James E., Teachers College, Columbia University.

1. No one should be allowed to teach in our public schools who is not legally certificated.

2. The provisions should be as follows :

a. A liberal education; which may be reckoned as the equivalent of graduation from an approved college. Such graduates should be freed from examination on this point; all others should be examined by a state board in which there should be ample representation of the organized higher education of the state.

b. Special knowledge of the subjects to be taught; to be determined either by examination before the state board or by the completion of a minimum credit in approved college or university.

c. Professional knowledge, particularly of the history and philosophy of education, psychology, and its applications in teaching, and some phase of school economy. This should be the equivalent of six or eight hours' work in the university for one year.

d. Ability to teach, as demonstrated by successful experience or by teaching under guidance. Where practice in teaching cannot be given along with the professional studies in the university, the certificate should not be made permanent until the candidate has proved himself in the harness. The one feature which I consider of most vital worth to the interests of secondary education is that no "blanket certificate" be granted. A secondary teacher should be certificated only in those subjects or groups of subjects which he expects to teach, and should not be permitted to teach subjects in which he is not certificated. Apply this test generally and make it obligatory upon all normal-school graduates, as well as graduates from colleges, and you will improve the quality of secondary instruction.

Sabin, Henry, Des Moines, Ia.

Graduates of respectable colleges who hold their diplomas obtained by not less than four years of thorough study should have some favor shown them. A diligent study of the classics, mathematics, or sciences is the most excellent preparation for teaching. It is not so much the knowledge of certain branches, as the mind carefully trained to think, which is needed in the teacher. Such graduates, after one year's successful experience in teaching should in some way be freed from the annoyance of the annual examination. Some prominence should be given to pedagogical instruction. At the same time, I am learning to distrust the character of this kind of instruction in many of our colleges; it is simply an adjunct to some chair, and placed in the hands of a man or woman who has no special fitness

for it. Where it exists as a separate chair, under the care of a competent instructor, the graduate should be given the same privileges as a graduate of the normal school. If the pedagogical requirement is accepted it should be not less than two years.

Sharpless, President Isaac, Haverford College.

I have a very decided opinion that graduates of reputable colleges should be granted certificates on reasonably easy terms ; that a certain amount of pedagogical instruction should be a requisite for the sake of introducing the intending teacher to the literature of the profession and smoothing off some of his crudities ; that a very moderate course in the history of education and a thorough one in psychology would answer the minimum condition. I should be pleased also to encourage any interstate comity which would be practicable. In view, however, of the weakness of some colleges in some states, I believe that a classification of colleges would be a necessary preliminary.

Stearns, Professor J. W., University of Wisconsin.

It seems to me that with the extension of elections in our universities which permit graduation without any knowledge of psychology or other studies related to the work of teaching, only those graduates who have done a certain minimum of work in philosophy and pedagogy, say one full year's work, should be qualified legally to teach. I should require one semester of psychology applied, and one of the history of education and methodics. That would be but the first step to the establishment of professional schools for teachers, as we now have for doctors and lawyers. As to interstate comity, I do not see how the present plan in Wisconsin adapted to the new requirements can be improved upon. We ought to be liberal, but we ought not to be too liberal.

Sutton, Professor W. S., University of Texas.

1. Yes.

2. Colleges and universities should be inspected by state educational officials. When an approved college or university that confines its work to academic instruction grants a diploma, this should be considered sufficient evidence as to scholarship, and the holder of the diploma should be granted a teacher's certificate upon passing an examination in pedagogical subjects.

3. The very greatest prominence ; pedagogy is the peculiar subject of the pedagogue.

4. Graduates desiring permanent state certificates should be reasonably well acquainted with school organization and management, the theory and practice of teaching, the history of education, psychology, and especially psychology and ethics as applied to education. It would be reasonable to grant certificates valid for periods of two, three, or five years to graduates passing examinations in two or more of the professional subjects mentioned above. The state should not, by granting a permanent certificate, declare one to

be a first-class professional teacher worthy of confidence forever and a day, when he has not demonstrated that he is possessed of reasonably adequate professional knowledge.

5. The states that make vigorous demands as to scholarship and professional equipment should establish interstate comity from participation in which other states should be barred. Certainly certificates gained by persons of mediocre attainments in one state should not be recognized in other states.

Swain, President Joseph, The Indiana University.

1. I have thought so.

2. At least two years of successful experience and the completion of one college year's work devoted wholly to professional study.

4. The amount and character of such instruction might be included in one year's daily instruction in psychology, one year daily in history of education, and one year daily in modern school systems and problems.

5. It would seem to me proper interstate comity to grant to institutions in other states having equivalent standards the same privileges granted to teachers at home.

Taylor, President J. M., Vassar College.

1. Yes.

2. There should be a full recognition of the fact that the student has had four years of broad training on the basis of advanced high-school training. Such graduate might be required to pass an examination in the history of teaching and in the philosophy of teaching, but attendance on a normal school, or even on a college which has a normal department, should not be required. Less should be required of college graduates in this respect than of the less trained normal graduates, and some provision should be made whereby, through experience, they might obtain permanent certificates without attending the school for the training of teachers. It would be the better plan for those who have had a liberal training to take pedagogical instruction in colleges and universities, and this should be encouraged in every way.

3, 4. In such normal training the largest amount of attention should be paid to the history and philosophy of teaching, and perhaps a year spent chiefly in these lines should be required for the state certificate. In such cases, however, there should be a probation period before a certificate is granted. The idea that you can make teachers by teaching students the philosophy of teaching or history of teaching is as absurd as the supposition that you can make divinity students good preachers by teaching them homiletics.

5. Interstate comity would be in every respect to the advantage of the teaching profession, provided there is first required a thorough preparation for the certificate.

Thomas, President M. Carey, Bryn Mawr College.

It will greatly improve public-school education if some method can be agreed upon by which college and university graduates could, while studying for their degrees, follow courses in pedagogy that will be recognized in different states and will admit them to positions in the schools. Would it be possible to have an examination in pedagogy given by some central authority to which no graduate should be admitted who has not a certificate of having pursued certain courses in pedagogy in his own university? Would it be impossible for the superintendents of public instruction in the various states to agree to intrust this power of examination to a central committee, or to a representative committee elected by themselves?

Thwing, President Charles F., Western Reserve University.

Graduates of good colleges who have taken one or two courses in pedagogy should be allowed to teach in the high schools without being obliged to submit themselves to special examination. The teacher who is a graduate of a good college is able to fit himself speedily for teaching any subject taught in a high school, in case he has not already received special preparation for this service, for if a college course means anything it means the power to apply a trained brain to the solving of special problems.

Tompkins, Professor Arnold, University of Illinois.

There should be special provision for college and university graduates who have taken a course in pedagogical instruction. This course should include about two years of work devoted wholly to pedagogy. This course should include the philosophy and history of education, school supervision and management, and much work in the special methods of subjects, their logical constitution and psychological development in the mind of the learner. There should be opportunities for testing and exemplifying all theories from the kindergarten through the high school. The course should mean much more than our chairs of pedagogy are now doing, at least than I am doing here.

Wardlaw, Professor Patterson, South Carolina College.

1. Yes.
2. Certificates without examination should be granted to graduates of a four-year A.B. course or of a three-year normal course in a first-class college.
3. A three-year course in which pedagogics is studied three hours a week each year should be equal in value with respect to a certificate to four years in which it is not studied.
4. This pedagogical course should include educational history, the theory of education in its broadest relations, general method, and the methods of special studies. Practice work is desirable, but should not be made a condition at present.
5. I doubt whether such comity is desirable at present.

Warfield, President E. D., Lafayette College.

1. Yes.
2. Graduates of colleges with a full four-year course on presentation of a proper recommendation from the institution from which they graduate should be given life certificates.
3. Pedagogical instruction should not be given other than a subordinate place.
4. A pedagogical requirement should not be made, but a recommendation urging the importance of pedagogical work should be made and a pedagogical scheme of a reasonable amount of work should be suggested as a desirable elective course.

I think it is a very great mistake for various professions to force upon colleges specific preparation for their purposes; and in the second place, I would urge the adequacy of a thorough college course as a preparation for public-school teaching.

Warren, President W. F., Boston University.

My impression is that the situation is so different in the different states of our American Union that no rigid rule or uniform legislation would be desirable. In any case I should be sorry to see the legislation of some of the newer states copied in the older. I should doubt whether the regulations which might be carried out in a state possessing a body like the New York Regents would be equally adapted to a state destitute of such an organization.

White, Dr. E. E., Columbus Ohio.

There are two difficulties in accepting a college or university diploma in lieu of an examination. First, the diploma may not really cover the branches to be taught, and, second, it may not cover special preparation for teaching.

There would be reason as well as advantage in a system of certifying college graduates that would accept their attainments in all branches, including the common branches, which are included in their college course — the branches actually covered by their diplomas. They should pass examinations in other branches. The teacher's professional attainments cannot be determined by one, and this an initial examination, whether such attainments be of knowledge or skill or growth. It should require at least ten years of experience in teaching to put teachers beyond an inquiry into their professional attainments. The law should provide for interstate comity in respect to all higher grades of certificates, as professional and life certificates; I am not so clear as to certificates based on college or university diplomas.

Yocum, President W. F., Florida Agricultural College and Experiment Station.

I doubt if college graduates ought to be exempt from the examinations required for others, first because certain institutions granting diplomas and

called colleges may maintain a very low standard of scholarship — much lower than that of a first-class high school — while it would be difficult to make a discrimination; second, because the graduates of even the best colleges are often not qualified to give instruction in the common-school branches. They may easily become qualified, but are not so on graduation. I do not think interstate comity desirable.

III. THE FOREGOING ANSWERS SUMMARIZED

Next it will be in order to focalize, as far as possible, the answers to the questions that have been presented.

1. To the first question the answers are practically unanimous. One or two writers speak hesitatingly and one or two more take or incline to the negative; but a very large majority think, and most of them decisively, that special provisions should be made by law for the certification of college and university graduates. If these letters may be taken as fairly expressing the minds of college and university presidents and professors generally, then, clearly, there is in the country an almost universal conviction on the part of these classes that certain graduates of good institutions of higher learning should have a definite legal status assigned them as teachers. Besides, the opinion is evidently current that such graduates are now unfairly discriminated against, particularly as compared with normal-school graduates.

2. The answers to this question show more divergence of view than the answers to the previous one. Still the writers approach near to agreement on two important points, viz., the value of a college education as a preparation for teaching and the necessity, or at least the desirability, of a pedagogical or professional qualification. It cannot be said that this agreement goes so far as to involve an adjustment of the two kinds of preparation, or the relative value of the two factors; some writers lay more stress on the one factor, and some on the other; but, on the whole, the balance inclines towards scholarship rather than pedagogy. Those educators who think danger to our education lurks in the formal study of the subject should be reassured by this strong current of testimony in favor of a high academical standard for teaching. Special attention may also be drawn to the remarks made by some of the writers regarding

the value of the college training or discipline in contradistinction to the college learning or science, or their insistence upon that development and mobilization of mind which give grasp or power.

3. Notwithstanding the tendency to divergence of views spoken of, there is still a decided preponderance of testimony in favor of a pedagogical requirement, provided the graduate is to be certificated as a teacher. It is held that the needed instruction should be furnished in the college or university itself, as a part of the work leading up to a certificate. The testimony on this point suggests the remarkable growth of opinion that has been witnessed during the last twenty years.

4. As to the amount and character of the pedagogical requirement, considerable diversity of views was to be expected, especially as there has been no general discussion of the subject. No one should be surprised, therefore, if he finds a considerable range of recommendations relative to this branch of the investigation; some of this variety, however, is rather apparent than real, while the amount that is real is neither so great nor so positive as to render agreement upon a working program, at least so far as educators are concerned, impossible, or perhaps even difficult. It will be found, no doubt, that some of the views advanced and recommendations made are remote from the practicable path, but these out-of-the-way views would quickly fall to the ground when once the minds of educators should be centered on a discussion of the subject. Once more, two points are put forward in connection with the pedagogical requirement: formal instruction obtained from books, lectures, etc., and practical instruction acquired in the school of observation or of practice. Some of the writers do not appear to attach high importance to this practical instruction, at least in comparison with academical preparation, but others place upon it a strong emphasis. Evidently, too, there is a very general belief that difficulties will attend the organization and management of observation and practice schools in connection with colleges and universities.

5. Undoubtedly the most difficult of all the questions to answer satisfactorily is the last one. This fact the answers

themselves attest. There is indeed a general concurrence in the opinion that interstate comity is abstractly desirable, but also an equal concurrence in the opinion that its practical realization is difficult, or, perhaps impossible. Such difficulty or impossibility originates in the great diversity of college and university standards, the varying educational criteria of different sections or regions of the country, and the provision and operation of administrative machinery.

IV. THE RECOMMENDATIONS OF THE COMMITTEE

The first question.—The Committee is unqualifiedly in favor of the state's making special legal provisions for certifying college and university graduates in the public schools, whereby they shall be exempted, as far as consistent with the best interests of those schools, from the examinations of examining boards. This, however, should be done only on their compliance with certain prescribed conditions, which will be presented below. A large majority of the states, or at least many of the states, now provide for the issuance of state certificates, some of which run for life at the outset, while others are renewable for life at the close of a period of probation, which is usually longer than the terms for which ordinary certificates are granted by local authorities. It will hardly be contended that, so far as academical preparation is concerned, the diploma of a good college or university is not, as a rule, as strong a testimonial as these state certificates. The Committee has no wish to speak disparagingly of such certificates, but it is not blind to the fact that they are often given without any thorough inquiry into the qualifications of those who receive them. On this point a state superintendent of much experience writes: "Sound education is continually jeopardized wherever the issuance of state certificates is in the hands of one man elected by political methods. I have found the state certificates utterly unreliable. I have recently had some bitter experience in this respect. On the approach of the recent elections in this state, I was sorely annoyed by mere charlatans who demanded that I issue state certificates in return for their political services. In the state convention I was

'held up' by one group of men who said: 'Pledge yourself to issue a certain certificate and you get our support.' I have lost several hundred votes by assuming a professional attitude. I take it that superintendents in other states are similarly annoyed, and that some of them yield to temptation." Again, he says "applicants frequently offer to purchase certificates." The Committee would fain believe that the state of things herein described is exceptional, but it knows that there are serious abuses. What is more, it can hardly be necessary to point out that placing the responsibility of issuing certificates on college faculties would avoid many of these abuses.

Furthermore, the states that maintain normal schools generally make special provisions for the certification of their graduates. Sometimes life certificates are given to these graduates outright on the completion of their course of study, and sometimes limited certificates that are renewable for life, without further examination, provided the holder proves to be a successful teacher—which, for this purpose, he is pretty sure to do. No doubt it will be said that these normal graduates have had a special pedagogical preparation, including some experience in the practice school under supervision, and the Committee has no disposition to overlook or minimize the fact that such is the case. But the most competent judges will hardly deny that the college graduate's more extended education, embracing a much broader course of study and much more maturity of mind, will prove, in the long run, quite as valuable as this normal preparation, especially to teachers in the secondary schools, where most college graduates who teach are found. On this point the Committee has decided convictions. To express them moderately, it cannot doubt that the public schools would be quite as safe in the hands of the college graduates who actually enter upon teaching as they are in the hands of the normal graduates, taking the two as classes. Nor is any aspersion upon the normal schools or their work intended; on the contrary, it is not proposed to interfere with them in the slightest degree.

Still, the Committee does not for a moment favor going to the extent of certificating college graduates indiscriminately; it

favors certificating only such as, in addition to their academical studies, have received professional instruction, as set forth below.

The second, third, and fourth questions.—The committee finds it convenient to treat these questions together.

1. A thorough college course is the first thing to be insisted upon. The value of such a course as a preparation for teaching is not overemphasized by the writers whose views have been presented above. For such a preparation for teachers above the elementary schools there is no possible substitute. Pedagogical instruction and the skill gained in a practice school cannot take the place of regular college instruction and discipline. The secondary schools will not make progress unless their teachers are scholars. Still further, the graduate's diploma should be held sufficient proof of his general academical preparation to teach, and he be thus relieved of special examinations.

2. The college or university candidate for the teacher's certificate should be required to study a limited number of subjects more thoroughly than he would be called upon to do if he were merely a candidate for the bachelor's degree. These subjects, not more than two or three in number, would naturally be congruous subjects, and constitute the group within which the intending teacher expects to find his work. For illustration, mention may be made of such groups as mathematics and physics, physics and chemistry, the biological sciences, history, civics, and literature, German and French, and the classics. It is not assumed that a high degree of specialization is either possible or desirable; but such a limitation of the student's work the last two years of his course would give him something more than a taste of specialization, and would add materially to his equipment as a teacher. As in the previous case, the college or university certificate for this work should be taken in lieu of an examination. Furthermore, such certificates may well take the form of a teacher's diploma, which must not, however, be confounded with a teacher's certificate.

3. The graduate's certificate to teach should be limited to the subjects in which, as just explained, he has done special work. If he is called upon to teach other subjects, he should

be required to pass an examination in them. The certificate that covers all subjects taught in high schools—what is sometimes called a “blanket certificate”—no matter from what source it comes, is not, in the long run, to be defended, and especially when it is conferred on the basis of an examination in a limited number of studies. On the other hand, it is clearly absurd to require high-school teachers to pass an examination in all the high-school subjects or groups of subjects; it is quite sufficient to make sure of their general education and of their competency to teach their special studies.

4. The next condition to be observed is the study, in the college or university, of the subject of education. This work should be elective, in the ordinary sense of that term, and should count toward a student's degree as other elective work counts. Education as a study is just as informing and disciplinary to the mind as history, philosophy, sociology, or politics. The minimum of such study to be required should be about twelve hours a week for one semester. It should not be given, however, in any one semester, but should begin in the second semester of the junior year, or not later than the first semester of the senior year, and continue to the end of the course. Part of the work should be prescribed, that is, for the teacher's diploma, and part be elective. The prescribed work would naturally include one scientific and one practical course, while the elections would be made from other courses devoted to various phases of the general subject. The scientific course should be built up on the basis of some knowledge of physiology, psychology, logic, ethics, æsthetics, and sociology, and should present an outline view of the facts and principles of education. Some special problems could be indicated if not solved, thus turning the student's attention toward further investigation. The practical course should embrace general methodology, some leading special methodologies, as of the language-arts, history, science, school hygiene, school practice and management, the common facts of school law, the general features of an American state school system, etc. The electives would naturally be made from among a group of subsidiary courses bearing some of the following titles: The history

of education in its various phases; A comparative study of educational systems; Study of children; The sociological relations of education; The relations of pedagogy to other sciences and arts; School superintendence; The history of school studies and their value as educational instruments, etc. The particular election, or elections, would depend on the student, his preparation and his plans for the future; for example, if he looked forward to a principalship or to a superintendency, that is one thing, but if only to class-room teaching, that is quite another thing.

5. The next recommendation is that the student should take one or more teachers' courses. Such course, or courses, would fall into one or more of the groups chosen for special study, as explained above. A teachers' course, so called, may answer to either one of two descriptions. It may be merely a course that the professor in charge thinks it necessary or desirable for the teacher to have as a part of his preparation, taught in the ordinary mode—an academical course, in fact; or it may be a course that the student is expected to teach, taught with particular reference to preparing him practically for his work, suitable stress being laid upon the methodology of the subject, its educational value, and the peculiar difficulties that it offers to pupil and teacher. Perhaps it is needless to remark that a course of the second kind is what the Committee has in mind. A course of the first type is a teachers' course in a little more than the name.

6. The candidate for the college or university certificate should also have some real instruction in the school of observation or practice. Here, as elsewhere, experience must change mere knowledge into living power, and it is desirable that the transmutation should begin before the student receives his certificate.

7. The college or university graduate who has fulfilled the foregoing conditions, and who has good health, good morals, and good personal cultivation, should, without examination, be certificated to teach in the public schools for a period of at least three years; and if, at the close of this period of probation, he has

proved himself to be a successful teacher, he should be certificated for life, provided he expects to continue in the work.

8. It is stated above that the student should do his study of education in the college or university. An exception may properly be made in favor of affiliated schools of the same rank. Once more, the graduate should receive the same treatment as an undergraduate, provided he makes education a major or minor study and takes a teacher's course in some other department.

Having thus set forth its views on these important questions as fully and clearly as the space at its disposal will permit, the Committee now wishes to add some qualifying or explanatory statements.

1. The Committee does not for a moment assume that this plan is now practicable in all the states, or even in a majority of them. Perhaps it is not immediately attainable in any one state, although much progress has been made in this direction in several states, as the abstracts of existing legislation given above conclusively show. What the Committee has in view is an ideal, a standard, that it will, generally speaking, take a long time thoroughly to accomplish. To some the plan will, perhaps, seem wholly impracticable; but a united and vigorous effort on the part of college and university graduates who are engaged in teaching, aided by such other persons as would naturally come to their assistance, would, in a considerable number of states, accomplish at no distant day what now seems impossible.

2. It is not at all the idea of the Committee that legislation shall be held in check in any case because all that is here recommended cannot be gained at once. "All or nothing" is not a safe rule to follow in such matters. American legislatures are not much influenced by elaborate programs that promise comprehensive reforms, but they are open to conviction in reference to specific measures that promise immediate, if only partial, improvements. So far from seeking to check legislation that is incomplete, believers in the general ideas that this report puts forward should rather do all in their power to promote it, provided only that it promises to advance the cause of education. No one, it is believed, will advocate the certification of college

and university students in a partisan spirit, overlooking the one end that should always be held in view. If the friends of reform legislation can carry some features of the general plan, but not all, then they will naturally seek out the most desirable points for which to work.

3. It is almost needless to remark that the Committee does not recommend the abolition of laws now on the statute book simply because they are defective as measured by the standard that it has erected. That question cannot be intelligently passed upon until it has been first ascertained whether these laws are now doing more harm or good. The Committee has no ambition to recommend legislation in the air.

4. The Committee, sanguine as it is that something can be accomplished, is not forgetful that obstacles stand in the way. No doubt there are obstacles, and formidable ones too. Of these no others seem so formidable as those that spring out of the varying connotation of the words "college" and "university." That the range of such variations is great in the country taken as a whole, and often in the same state, is a fact too well known to need more than mention in this place. It is not at all improbable that there are states where such legislation as is here recommended would do harm rather than good. The story of recent experience in Alabama as told by the correspondent from that state, as well as the fears expressed by numerous other correspondents, are very significant. A well-known educator of a western state that certifies graduates, writes: "We have found great difficulty in maintaining the standard in some of the second and third-rate colleges, particularly on what is known as the normal course." What is said on this point is thoroughly convincing, unless the powers that it is proposed to confer upon the colleges and universities are limited to real colleges and universities. In fact, there is good reason to think that the poorest institutions would often be readier formally to comply with the legal requirements in respect to certification than the best institutions. What, then, can be done to guard the interests of education at this point?

In the first place, the Committee does not believe for a

moment in the practicability of the plan recommended by several of its correspondents, viz., a list of competent colleges and universities made up by some national authority, now existing or to be provided. Such a plan is not in harmony with American ideas and usages; it could never be established, and, if it could be, would fail. Education in the United States has always been a matter of state regulation, and such it promises to remain.

But, in the second place, the Committee does not look upon the problem as an impossible one, at least in a majority of the states of the Union. The state universities offer an obvious starting point for legislation in the states that support such institutions worthy of the name. Let these universities be clothed with adequate legal powers, to begin with; and then, if the facts of the situation seem to call for it, these institutions may be made a type or norm for the measurement of others. That is, it may be provided that the highest legal educational authority in the state may confer similar certificates upon the graduates of such other colleges and universities in the state as substantially come up to the standard set by the state university. If the state contains no state university, the law might still select some one commanding institution as a type, such as Harvard University, Yale University, Princeton University, or the University of Pennsylvania; or, possibly, it might be thought better to vest some state authority, already existing or to be created for the purpose, with power to decide what institutions of higher learning do come up to the legal standard.

By such expedients as these the Committee would seek to overcome the difficulties that have been considered. It well understands that they may not work in all cases; it well understands also, that probably no plan of certifying graduates without examination could be set up that in some places would not be harmful rather than beneficial. It may well be that in some states the best interests of education will be subserved by requiring all teachers to pass the most thorough examination that, under existing circumstances, can be secured.

3. *The last question.*—Interstate comity in respect to the certification of teachers, of whatever grade, is a hard problem.

One reason why it is so, and perhaps the greatest reason, appears in the abstracts of letters that constitute so marked a feature of this report. The marked differences in educational standards, both theoretical and practical, existing in the different states are rooted and grounded in history, in social, political, and industrial facts, in ideas and institutions ; and they can in no wise be removed but by the slow work of time. They are at present so marked as to make universal comity both impossible and undesirable. There can be no question that, if such comity were enacted tomorrow, it would be a source of evil and not of good. Many states, no doubt, could accept the certificates of other states that can be named with much advantage to themselves, provided only such acceptance were followed by an influx of teachers ; but comity implies reciprocity, while some states have little to offer in such an exchange.

It does not follow, however, that nothing can be done. There are states, and not a few of them, whose educational standards are so nearly equal that, on this score, there could be no great difficulty in adjusting matters. In fact considerable progress has already been made. Practice, it will be seen, has outrun the law. Still it is obvious that no wholesale scheme of comity is possible, but that it must be brought about piecemeal.

If comity shall be based on substantial equivalency of educational standards, then some authority within the state must determine when such equivalency exists. The legislature cannot well go into particulars, and when it has enacted that comity shall be extended to states the certificates of which are practically equivalent to its own, it must vest the power of passing on this question in some competent tribunal. What this tribunal shall be will depend, of course, upon the educational machinery already existing in the state.

Still further, comity should be limited strictly to state certificates. There are in the United States thousands of examining and certifying bodies (353 in Massachusetts alone) ; and it would be alike impossible to accept the certificates issued by all of these bodies or to discriminate carefully among them.

The Committee does not think it necessary to enter into

extended argument to show that interstate comity, when practicable on the platform set forth above, is desirable ; that will be readily admitted by most, and perhaps by all, of the audience to whom this report is addressed. On the general subject one correspondent, an educational veteran who has given much study to the subject, uses this language : " In my judgment there is no department of school administration that is more unsatisfactory than the certification of teachers. In most states teachers are subjected to a never-ending examination grind, and few elementary teachers, whatever may be their attainments and success, can say of even the common branches, ' These subjects will not again confront me in an examination for a teacher's certificate.' " The burdensome nature of this grind has long been keenly felt by teachers ; to relieve it in part state certificates have in recent years been invented, and, to a degree, comity has been secured in some states. The measure of comity that the committee recommends would not much relieve the rank and file of teachers from the oppression of this old grind, but it would relieve some of them, as well as a large number of teachers of higher grade. Relief from much of the oppression that teachers feel can be secured within the particular states without resorting to interstate comity at all. The Committee is clear in the view that it is not wise, at least at present, to go beyond the present recommendation ; interstate comity must be limited to professional certificates until a much greater degree of educational homogeneity has been secured than exists at the present time.

It remains only to remark that the Committee, in dealing with this last topic, has nothing to say in terms of college and university graduates, because comity as applied to such teachers presents no peculiar features. All that can be claimed is that the increase in the number of such teachers is a cumulative argument in favor of interstate comity when it is properly limited.

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June 1, 1899

Committee